

Message Text

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C O N F I D E N T I A L STATE 167333

E.O. 11652: GDS

TAGS: MARR, NATO, PO

SUBJECT: AZORES NEGOTIATIONS

1. IN OUR INITIAL CONTACTS WITH THE PORTUGUESE, WE HAVE
TAKEN THE POSITION THAT, SINCE OUR ACTIVITIES IN THE
AZORES SUPPORT COMMON DEFENSE, GOP SHOULD MAKE AZORES
FACILITIES AVAILABLE AS PORTUGAL'S CONTRIBUTION TO
COMMON DEFENSE EFFORT. PORTUGUESE REACTION HAS BEEN
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REJECTION OF SUGGESTION THAT FACILITIES BE PROVIDED

US WITHOUT PAYMENT AND SKEPTICISM THAT OUR ACTIVITIES INDEED ARE PRIMARILY FOR COMMON DEFENSE PURPOSES. THEY SAID CURRENT QUID UNSATISFACTORY AND MUST BE INCREASED IF AGREEMENT EXTENDED. HOWEVER, THEY HAVE HINTED THAT, IF FOR SOME REASON EXTENSION OF CURRENT ARRANGEMENT NOT FEASIBLE, IT MIGHT BE POSSIBLE TO HAVE ARRANGEMENT PERMITTING PEACETIME AS WELL AS WARTIME USE BY NATO.

2. OUR BASIC OBJECTIVE CONTINUES TO BE TO EXTEND EXISTING ARRANGEMENTS FOR PEACETIME US USE OF AZORES FACILITIES WITHOUT QUID PAYMENT. HOWEVER, IN VIEW STRONG PROBABILITY THAT PORTUGUESE WILL INSIST ON PAYMENT LARGER THAN WE CAN PROVIDE AND IN LIGHT EXPECTED CONGRESSIONAL OBJECTIONS TO EXTENSION CURRENT EXECUTIVE AGREEMENT, IT SEEMS DESIRABLE EXPLORE POSSIBILITY OF FINDING FORMULA WHICH WOULD PUT OUR USE OF AZORES MORE CLEARLY IN NATO CONTEXT.

THIS WOULD ENABLE THE PORTUGUESE TO SAY THEY ARE DEDICATING THE AZORES FACILITIES TO NATO MISSIONS IN BOTH WAR AND PEACETIME AND MIGHT ALSO BE MORE ACCEPTABLE TO CONGRESS THAN THE CURRENT ARRANGEMENT. OBVIOUSLY WE WOULD NOT WANT NATO MEMBERS TO PARTICIPATE IN NEGOTIATIONS OR TO HAVE POWER OF APPROVAL OVER AGREEMENT PROVISIONS. ONE WAY TO OVERCOME THESE DIFFICULTIES WOULD BE FOR DPC TO AUTHORIZE US TO NEGOTIATE AND CONCLUDE AGREEMENT WHICH WOULD THEN BE SIGNED BY US AND PORTUGAL ON BEHALF OF NATO. PREAMBLE WOULD CITE DPC AUTHORIZATION.

Z. CERTAIN NATO MEMBERS COULD BE EXPECTED RESIST FOR POLITICAL REASONS ANY ENHANCEMENT PORTUGAL'S ROLE IN NATO. WE WOULD HOPE, HOWEVER, THAT MILITARY IMPORTANCE AZORES TO NATO WOULD MAKE IT POSSIBLE CONVINCE ALL MEMBERS OF THE ALLIANCE OF NEED TO RETAIN PEACETIME USE OF THE AZORES FACILITIES.

4. IN ADDITION TO THE "NO-QUID" EXTENSION OF EXISTING ARRANGEMENTS FOR PEACETIME US USE OF AZORES FACILITIES, WE ARE EXPLORING SEVERAL POSSIBILITIES UNDER THE NATO UMBRELLA. SOME WOULD BE MERELY A NATO FACADE FOR EX-CONFIDENTIAL

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TENSION OF THE CURRENT ARRANGEMENT, SOME MAY BE TANGIBLE IN THE EYES OF CONGRESS AND THE PORTUGUESE PUBLIC, WHILE OTHERS ARE SUBSTANTIVE ENOUGH TO REQUIRE DELIBERATION AND APPROVAL IN NATO CHANNELS. SOME SUGGESTIONS ARE:

A. SEEK NATO APPROVAL FOR INFRASTRUCTURE FUNDING OF ANY FUTURE CONSTRUCTION PROJECTS IN THE AZORES.

B. SEEK NATO APPROVAL TO HAVE THE STATUS AND RANGE OF RESPONSIBILITIES OF PORTUGAL'S AZORES ISLAND COMMAND EXPANDED TO INCLUDE SOME ASW-RELATED FUNCTION.

C. SEEK NATO APPROVAL FOR ESTABLISHMENT OF A NEW NATO SUB-AREA COMMAND IN THE AZORES (SUBORDINATE TO CINCPACFLT) FOR ASW ACTIVITY.

D. SEEK NATO APPROVAL FOR EXTENSION OF THE IBERIAN AREA (WHICH ALREADY INCLUDES MADEIRA) TO INCLUDE THE AZORES.

E. IN CONJUNCTION WITH C OR D ABOVE, ENHANCE THE ATTRACTIVENESS BY OFFERING A COMMAND POSITION TO PORTUGAL.

WHILE WE RECOGNIZE THAT THE ABOVE SUGGESTIONS HAVE LITTLE OR NO MILITARY UTILITY AND THAT ESTABLISHMENT OF ADDITIONAL COMMANDS OR HEADQUARTERS RUNS COUNTER TO DOD AND NATO POLICY AND CONGRESSIONAL DESIRES, WE BELIEVE ALL SUGGESTIONS SHOULD BE EXPLORED, GIVEN THE STRATEGIC IMPORTANCE OF THE BASE COMPLEX AS AMPLIFIED BY UNCERTAINTY ASSOCIATED WITH THE CONTINUED U.S. PRESENCE AT KEFLAVIK.

5. IN PRINCIPLE WE OPPOSE IDEA OF A MATERIAL QUID FOR THE USE OF FACILITIES IN AN ALLIED COUNTRY. NEVERTHELESS, SOME FORM OF MATERIAL QUID MAY BE NECESSARY. ACCORDINGLY, WE ARE EXPLORING CERTAIN NATO RELATED MILITARY QUID ITEMS AND THE POSSIBILITY OF NON-MILITARY FORMS
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OF QUID PRO QUO IN AREAS SUCH AS EDUCATION, SCIENCE, TECHNOLOGY, ETC.

6. COMMENTS, BOTH AS TO SUBSTANCE AND PROCEDURE, ARE REQUESTED BY AUG. 28. ADDITIONAL IDEAS TO TIE AZORES FACILITIES CLOSER TO NATO, AS WELL AS QUID SUGGESTIONS, WOULD BE MOST HELPFUL IN PREPARING FOR UPCOMING DISCUSSIONS WITH PORTUGAL BEGINNING EARLY SEPT. THIS SHOULD NOT BE DISCUSSED OUTSIDE U.S. CHANNELS. PARTICULARLY, WE DO NOT WANT PORTUGUESE REPRESENTATIVE APPRISED. ROGERS

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